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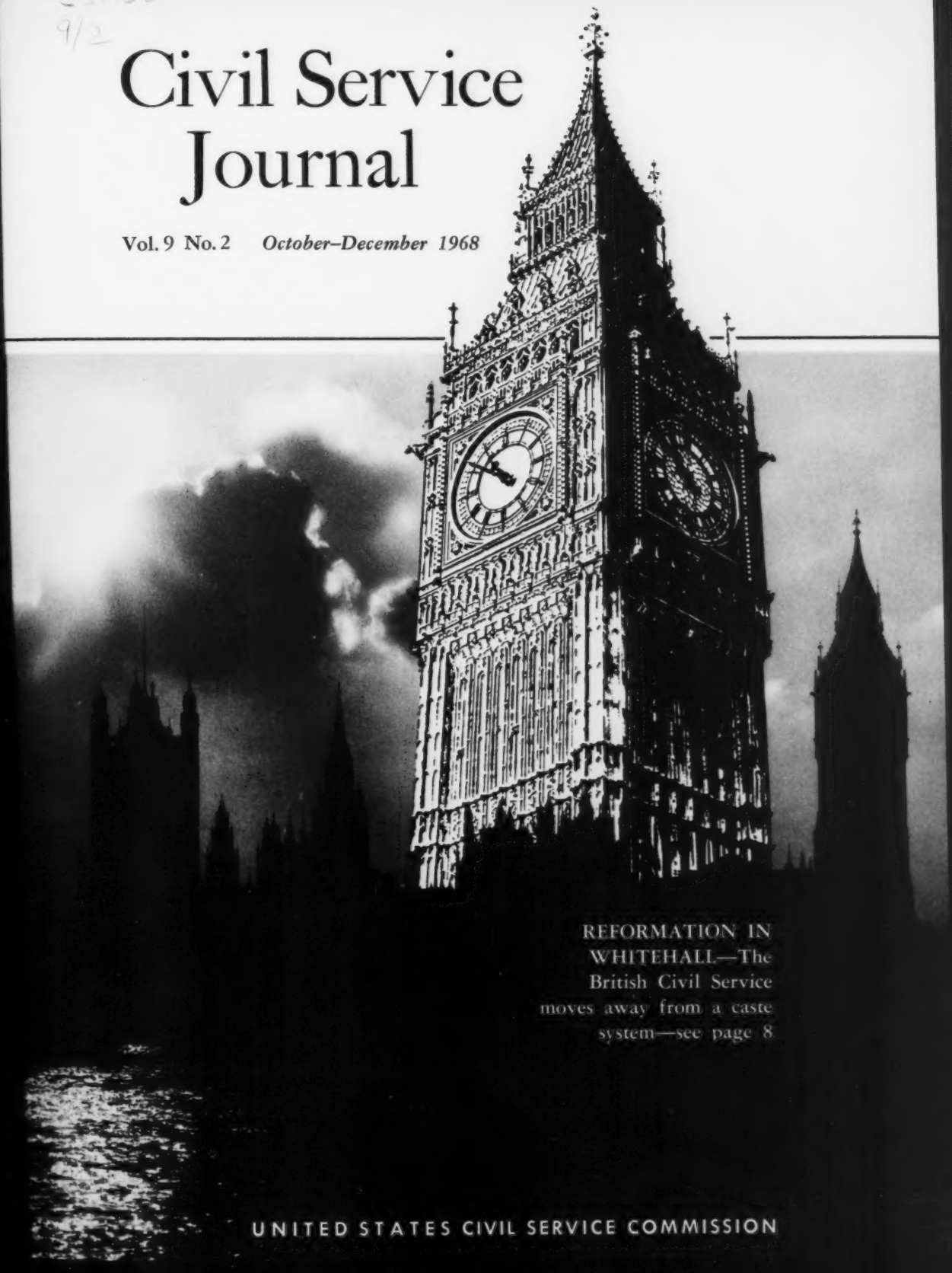

REFORMATION IN WHITEHALL—The British Civil Service moves away from a caste system—see page 8

UNITED STATES CIVIL SERVICE COMMISSION

Civil Service Journal

Volume 9 Number 2

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U.S. Civil Service Commission

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Executive Director

Worth Noting

"THE NATIONAL INTEREST requires that transitions in the office of the President be accomplished so as to assure continuity in the faithful execution of the laws and in the conduct of the affairs of the Federal Government." This is the policy of the United States as set forth in the Presidential Transition Act of 1963, whose purpose is the orderly transfer of executive power when a new President takes office.

While the career civil service provides such continuity at operating levels, each agency will have major responsibility for briefing its own incoming officials at the top policy-making levels after the inauguration of a new President January 20, 1969. Early in September 1968, President Johnson named Charles S. Murphy to serve as his coordinator in transition matters, and he in turn called on each agency to designate a senior official to develop transition plans adapted to its needs and to supervise their implementation. Monthly progress reports on transition planning were requested, to begin September 30.

Materials developed by agencies for use by incoming Presidential appointees would include essential information regarding agency mission, organization, and budgetary matters. Civil Service Commission Chairman John W. Macy, Jr., was asked to send agency heads a memorandum on general personnel policies pertinent to transition, so they might use it to brief appointees. A report prepared by a committee of the Commission's Interagency Advisory Group, "Transition to a New Administration: The Role of the Personnel Director," was also made available to agencies for their guidance.

REGIONAL LABOR RELATIONS officers have been appointed to assist the 10 regional offices of the Civil Service Commission. Their primary duty will be to provide technical advice and assistance to agency management officials on matters involving union-management relations and the Coordinated Federal Wage System. They will also be available to provide information to Federal employee unions, and will increase the Commission's capability for interagency labor relations training and for evaluation of the Federal union-management relations program under E.O. 10988.

FREDERICK J. LAWTON, former Director of the Bureau of the Budget and former member of the Civil Service Commission, has a new and important responsibility as Executive Director of the Commission on Executive, Legislative, and Judicial Salaries. The 9-member quadrennial Commission, authorized by the Federal Salary Act of 1967, will review the rates of pay of Members of Congress, judges of the Federal judiciary, members of the Cabinet, and certain other top-level officers of the Government, and will make a report to the President. Frederick R. Kappel is Chairman of the Commission, which will make the first congressionally authorized systematic approach to the review and adjustment of top-level Federal salaries.

(*Continued—See Inside Back Cover*)

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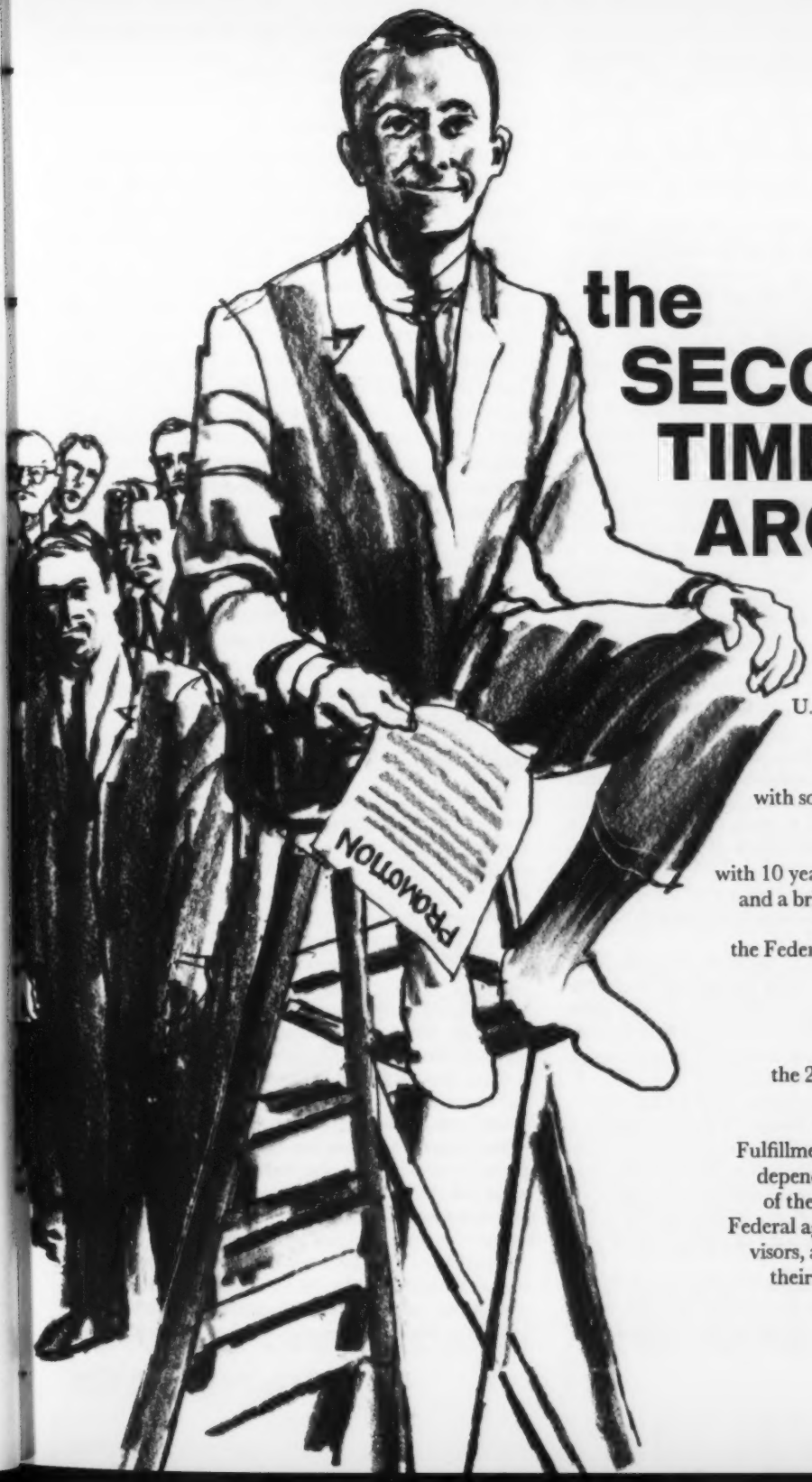

the SECOND TIME AROUND

By
NICHOLAS J. OGANOVIC
Executive Director
U.S. Civil Service Commission

WE TRIED IN 1959—with some success, some failure—and now we try again. The second time around, with 10 years of experience behind us, and a bright new policy to build on, we're going to see to it that the Federal Merit Promotion system lives up to its promise. This is no idle pledge. It is not a hollow vow. It is a commitment to the 2 million Federal employees who rely on this policy for a fair shake in promotions. Fulfillment of this commitment will depend on the cooperative efforts of the Civil Service Commission, Federal agency managers and supervisors, and Federal employees and their representatives—but most of all on the efforts of agency management.

HOW DID IT START

Back in 1959 the Commission ushered in the Federal Merit Promotion Policy to insure a systematic means of selection for promotion according to merit. The Government-wide policy arose out of a need, recognized by the Commission and by Congressional interests alike, for improvement in the promotion programs of individual Federal agencies.

Improvements came, but not on all fronts. Despite accomplishments, some installations just didn't come up to program goals. The process of evaluating and ranking candidates was in too many cases just a routine exercise, pre-selection was practiced in some instances, supervisory appraisals at times lacked reliability, and written tests were sometimes misused. Understandably, many managers and employees were dissatisfied.

By and large, the single most important cause of dissatisfaction could be summed up in the words "communications gap." A sizable number of Federal workers simply lacked confidence in their agency's promotion program because they weren't properly informed. There was another reason, however, for some of the employee dissatisfaction. For each employee promoted there are a number of others who are understandably disappointed at being passed over. An employee who has lost out in the competition for a promotion may turn his personal disappointment into a gripe with the promotion program itself.

FAIRNESS ABOVE ALL

But the fact remains that even personal disappointment can be neutralized if the employee knows that the man who won out in the promotion hurdles did so fairly . . . that personal favoritism or a loophole in the program did not "do him in." It's in the nature of man to want to *know* that he has been dealt with honorably. What's more, he has a right to know this, and those who administer the promotion program have an obligation to see that he does know.

This obligation has figured largely in everything we have done to shape a new merit promotion policy. The communications gap that put management in one camp and employees in another had to be bridged with a policy strong enough for management to stand on, strong enough to weather any challenges from employees.

And so it was, that in September 1966 a Civil Service Commission task force was formed to consider revisions in the merit promotion policy. After a great deal of study and discussion within the Commission, the task force came up with a discussion paper on possible revisions. In April 1967, agencies and employee organizations got the paper for comment. It was also discussed at a conference of personnel directors.

Comments reflected the widely varying viewpoints on the nature of the merit promotion policy. Basically, agencies felt the need for fewer regulatory controls than were proposed, while employee organizations wanted either tighter regulatory control over agency operations or greater freedom to negotiate controls.

FPM CHAPTER REVISED

Based on the comments received, a comprehensive revision of the Federal Personnel Manual chapter covering promotion and internal placement was drafted. The draft translated policies approved by the Commission into detailed instructions to agencies. The draft chapter was sent for review to representative agencies and employee organizations and to Federal Executive Boards in the Commission's regional office cities.

Reconciling the suggestions was no easy matter as there was still considerable disagreement among the reviewers on many issues. But each and every comment was given careful consideration, and many constructive changes resulted. Then we had it—a final rewrite of the chapter that was next given the stamp of approval by the Civil Service Commissioners. On August 27, 1968, as the culmination of nearly 2 years of work, we announced the revision of the Federal merit promotion policy.

What I want to stress here is that extensive consultation guided all our steps in revising the policy. You may not like everything about it, and employee organizations may have some reservations about certain points. But it's better than anything we've had before. It's a policy we can all live with, and grow on.

IMPORTANT DATES

There are some important dates to keep in mind in connection with the new policy. Not unlike dates in the history books, the significance of these dates is keyed to the events leading up to them, the activity and spirit that mark your efforts before the deadline date. The first stage of implementation—revision of top-level policies and the issuance of governing instructions to installations throughout the country and overseas—must be completed by January 1, 1969.

Deadline for the second stage—revision of *all* specific promotion plans and detailed procedures—is 6 months later to allow time for agencies to make the extensive changes necessary in their present promotion programs and to consult with employee organizations before issuing revised instructions and promotion plans.

As Federal managers besieged by the problems and pressures of today, you may feel the second deadline date is far off. It isn't. The time to start cranking up your administrative machinery, to get your program revamped, is *now*.

You'll have to make many important decisions before you can get started under the new rules. And you still have to meet the real test. The selling job. The communication. The job of telling your employees what the changes mean

to them—in terms of truly open and fair competition for promotions.

As you talk about the new policy and changes in your promotion program, as you tackle this all-important job of communicating, keep in mind how the changes can work for you as well—how they can help you have a top-notch staff backing you up, how they can help to insure continuity of effort by reducing the time a position in your organization is vacant, and how they can help to make your managers and your employees feel better about the effort.

Yes, if you have a finely tooled promotion program going for you—one that puts the accent on promoting the most highly qualified in a way that managers and employees understand—the changes are going to work in your favor, too, because they're *good* changes.

BLEND OF OLD AND NEW

Just what is this new policy you'll be using as the foundation for revising your own promotion policies and procedures? In what ways is it the same, and more importantly, how is it different?

To begin with, we have clarified present policy: That merit *principles* will apply to all promotions in the competitive service, including career promotions and promotions identified as exceptions to competitive promotion procedures. All promotions are subject, without exception, to provisions of the policy governing equal employment opportunity, relationships with employees and employee organizations, and the handling of employee complaints.

AREA OF CONSIDERATION

More attention must be given to the minimum area of consideration in each promotion plan. This is the area in which management makes its initial search for candidates to fill jobs covered by the plan. It may be the entire agency, a bureau, a division, a field installation, or some other reasonable area. What's important is that the minimum area must be broad enough so that you can reasonably expect to locate a good number of highly qualified candidates to fill your vacancies. Emphasis is on the twin objectives of meeting agency needs and affording employees adequate opportunities for advancement. Down with dead ends!

As a general rule, the minimum area of consideration should be broadened at higher grades where the number of eligible candidates decreases. For positions at grade GS–14 and above, eligible candidates throughout the agency will be considered—unless this would produce too many candidates or the nature of the positions makes such broad consideration inappropriate.

Another new feature designed to assure selection of highly qualified employees is that the agency generally must broaden the area of consideration when fewer than three highly qualified candidates are available in that area. For positions at grade GS–6 and below and for most trades and labor jobs, however, any extension geographically may be limited to the wage or commuting area.

Still another important change is that agencies must set up procedures for accepting voluntary applications from employees who are interested in jobs outside their own area of consideration. This innovation will create additional advancement opportunities for underutilized employees, facilitate mobility, and open up broader career opportunities.

LOCATING LIKELY CANDIDATES

Instructions are provided on the use of vacancy announcements, skills files, and supervisory referrals. The key here is that all employees must get full consideration and know that they're getting it. Vacancy announcements don't have to be used, but when they are, they must receive sufficient publicity via posting on bulletin boards, special issuances to employees, etc., so that all qualified employees within the area of consideration have an opportunity to know about the vacancy and apply if they wish.

BASIC ELIGIBILITY

New in the policy is that standards prescribed by the Commission will be considered the minimum qualification standards for promotion, and all who meet these standards will be basically eligible for promotion. Under the old policy, agencies could set basic requirements above Commission standards, which sometimes left employees very confused. Imagine the feelings of an employee who is doing higher level work and has passed a Commission exam for the higher grade, but is told he's not eligible for promotion consideration.

The Commission's standards include any appropriate

selective placement factors that should determine eligibility—provided these factors are *essential,* not merely desirable, in performing successfully in the job. Examples of appropriate selective placement factors are knowledge of a language other than English, and proven ability in a functional area (ability to write, etc.).

EVALUATING ELIGIBLES

It's not enough to be basically eligible for promotion. The cornerstone of merit promotion is the identification of those who are *best* qualified. Here, job-related requirements *above* those set in minimum qualification standards are to be used in differentiating among basically eligible candidates. Supervisory appraisals of performance, formerly not required, must be obtained and used in the evaluation process. To help keep the system open and fair, an employee, upon his request, is entitled to see any supervisory appraisal of past performance used in considering him for promotion.

An agency may use a written test for evaluating eligible candidates, but only if—and this is new—the test is required by the Commission for in-service placement, the test meets guidelines the Commission will issue on how, when, and by whom written tests may be used, or the agency obtains prior approval of the Commission for its use.

Experience pertinent to performance in the position to be filled by promotion continues to be an important evaluation factor, of course. The new policy places emphasis on the need to evaluate the type and quality of the experience, rather than just its length. Therefore, length of service and of experience normally may be used as evaluation criteria only when they are clearly related to quality of performance. They may be used in ranking to resolve "ties" between equally qualified candidates for a promotion.

RANKING AND SELECTION

Generally, promotion certificates should contain the names of three to five highly qualified candidates. Up to ten candidates may be certified if meaningful distinctions cannot be made among a smaller number. When an agency cannot identify highly qualified candidates within the agency, it should seek them outside the agency before certifying names of agency employees to the selecting official. If he's to get his job done, he should have the chance to select from among the very best qualified candidates available.

SUPERVISORY POSITIONS

Because of the importance of supervisory positions, and their unique requirements, special promotion plans or special provisions in regular plans are required for supervisory positions. In identifying and evaluating candidates, an agency must use the supervisory qualification standards published by the Commission, or equivalent agency standards.

Since those selected as first-level supervisors are about to assume a significantly different role in relation to other employees and to higher management, it is essential that they be given an early understanding of their new responsibilities.

Under a new requirement, agencies are to provide all first-level supervisors with supervisory training, either before they assume their new duties or as soon afterward as possible.

There are some situations in which agencies find it helpful to select a group of employees for promotion at one time under competitive procedures, give them all supervisory training, and then, under an equitable plan, promote those who satisfactorily complete the training as vacancies occur. This can still be done under the new policy.

PROCEDURAL REQUIREMENTS

Personal favoritism in selecting employees for promotion continues to be prohibited. The new policy emphasizes that agencies must avoid practices that may lead employees to believe that a person was pre-selected for a job—such practices as last-minute additions to promotion certificates, reappraisals of candidates, and unreasonable delays in selection. These practices tend to undermine employee confidence in the promotion system and give rise to complaints, even though the selection was entirely proper.

COMPETITIVE PROMOTION PROCEDURES

In a big change, competitive procedures must be used to fill by transfer, reinstatement, or reassignment a position having known promotion potential, such as a trainee or understudy position. Whenever an actual promotion is involved, competitive procedures must also be applied to candidates being considered for transfer or reinstatement. Previously, there was no requirement for having these candidates compete with agency employees.

An agency may not select a nontemporary Federal employee—either from the agency itself or a different agency—from a civil service register for appointment to a higher grade position, or to a position with known promotion potential, unless he would rank among the best qualified under competitive promotion procedures. This new feature of the policy will put an end to practices that employees have found particularly objectionable, often with good cause.

DETAILS AND TEMPORARY PROMOTIONS

The new policy reflects the Commission's view that agencies should not detail an employee to work temporarily at a higher grade level unless there are compelling reasons for doing so. Normally, except for brief assignments, an employee should be given a temporary promo-

tion instead. A promotion gives better recognition to management needs and, in turn, assures the employee of appropriate compensation for his higher grade work.

Competitive promotion procedures must be used if a temporary promotion will last more than 120 days (formerly a 90-day limit), or if a detail to a higher grade position or one with known promotion potential will last more than 60 days (formerly no requirement for competition on details). Competitive promotion procedures may not be circumvented by a series of short temporary assignments.

REPROMOTION

New emphasis is given to the equities of the employee demoted without personal cause—that is, without misconduct or inefficiency on his part and not at his request. He *must* be considered for repromotion before any other means are used to fill a position. Further, as a matter of policy, he should be repromoted as an exception to competitive promotion procedures if he is well qualified for the job—unless there are persuasive reasons for not doing so.

OTHER FEATURES

The new promotion policy also contains better guidance on obtaining employee views on promotion guidelines and plans, particularly on the scope of consultation or negotiation with employee organizations and on what matters may be considered appropriate for such contact.

Employee complaints about the promotion program or about a promotion action that cannot be resolved informally are to be processed under applicable grievance procedures, including union-negotiated procedures. Mere failure to be selected for promotion when proper promotion procedures are used is not a basis for a formal complaint, however.

Also, promotion records must include enough information and be kept long enough to enable reviewers to assure that all Commission and agency requirements have been met. Agencies must review their promotion programs at least once a year to assure that they continue to be responsive to management and employee needs.

In determining what corrective action is to be taken in case of a promotion violation, agencies and the Commission will consider the equities of all employees involved, as well as the interests of the Government itself. Corrective action may involve the employee who was erroneously promoted, the employee or employees who were not promoted or considered because of the violation, or the officials who caused or sanctioned the violation. It also may involve correction of any program deficiencies.

WHAT LIES AHEAD

This, then, is the new merit promotion policy—adopted only after careful consideration of the views of agencies, employee organizations, and other interested parties. It is a policy with a heart, a forward-looking, fair policy that requires big-A Action of Federal managers in the months to come.

I have spoken of this effort to perfect the merit promotion policy as being the second time around—not because we fell flat on our faces the first time, but because we have a second chance to build on what has been good in the program and to replace what has been less than good. This time we have to make certain that the employees get the word. Acceptance and support of the program your agency devises depend for their very existence on how well employees understand what the program is, why you have it, and what it's going to do for them individually. Not collectively, not in general—but *individually*.

Most anniversaries are a time for reflection, for looking back at beginnings, for taking a justifiable pride in having reached a landmark year. The Federal Merit Promotion Policy came into being on January 1, 1959, and this January 1 marks its 10th year of existence. There is plenty of reason for pride in what's been done in the past 10 years in recognizing merit in promotion actions. Yet there is little time for reflection and a long look back. For January 1, 1969, is also the deadline for agency headquarters to have ready the promotion guidelines they have developed under the new promotion policy.

So, instead of simply observing longevity, the mere march of years, we'll dedicate this anniversary to a new beginning. Happy anniversary . . . now let's get on with the job.

A selection of recent CSC issuances that may be of special interest to agency management:

- FPM Letter 302–4, Revision of Hiring Pattern for Entrance-Level Attorney Positions:
  —raises the entrance level for attorney positions from GS–7 to GS–9, effective September 1, 1968. In addition, authorizes the first professional law degree (LL.B. or J.D.) as the qualification required for these positions.
- FPM Letter 531–36, Use of Special Rates Paid Under 5 U.S.C. 5303 for Highest Previous Rate Purposes:
  —permits agencies, with the prior approval of the Commission, to use the special pay rates authorized by section 5303 as the highest previous rate when the agency head determines that it is to the agency's best interest to reassign an employee to a position outside his special rate occupation.

—Mary-Helen Emmons

The AWARDS STORY

EMPLOYEE SUGGESTIONS YIELD IMPROVEMENTS VALUED AT $149 MILLION

For the third consecutive year, cost-cutting suggestions by Federal employees produced improvements in Government operations valued at more than $100 million.

Agency reports of incentive awards program results for fiscal year 1968 showed that adopted employee ideas generated economies in the use of man hours, supplies, equipment, material, etc., which had a first-year measureable value of $149.7 million.

Of the 537,506 suggestions submitted by employees last year, more than 145,600 were adopted. This is a new high in the number of employee ideas found useful by agency management officials. Awards to employees for adopted suggestions also reached a new high, totaling $4.7 million. The average suggestion award was $44.

SUPERIOR ACHIEVEMENTS RECOGNIZED

Over 97,300 employees received awards in 1968 for superior job performance and exceptional work achievements which yielded $99.4 million in first-year measurable benefits plus important intangibles such as scientific advancement, better service, and more effective accomplishment of agency missions and programs. The average award amounted to $159.

NOTABLE AGENCY ACCOMPLISHMENTS

Army with $56.2 million in first-year measurable benefits from more than 25,000 adopted suggestions led all agencies in this respect. These benefits represent a 39 percent increase over 1967 and an all-time Army high.

Air Force recorded the second largest measurable return from adopted suggestions with a total of $44.3 million in first-year benefits from over 21,000 adopted suggestions.

Navy's measurable benefit return from over 19,000 adopted suggestions rose to $28.7 million, the second highest ever achieved by Navy.

Four other agencies exceeded the million dollar mark in first-year measurable benefits from adopted suggestions: Post Office ($6.5 million); Defense Supply ($3.9 million); Agriculture ($3 million); and NASA ($1.7 million).

Post Office Department led all agencies in the number of adopted suggestions with 51,910—a new Department record.

Defense Supply Agency's adopted suggestions rose 20 percent to a record high of 3,500.

State achieved $110,751 in first-year measurable benefits from adopted suggestions, a 52 percent increase over 1967.

Justice's measurable benefit return from adopted suggestions increased 45 percent to an all-time high of $166,129.

Transportation's measurable return from adopted suggestions increased 44 percent to $851,916.

HEW achieved $427,428 in measurable benefits from adopted suggestions, a 38 percent increase and a new record.

GSA's measurable benefits from adopted suggestions increased 14 percent to $388,744.

SUMMARY OF GOVERNMENT-WIDE RESULTS

	F.Y. 1968	F.Y. 1967
EXTRA EMPLOYEE CONTRIBUTIONS		
Suggestions Adopted	145,623	141,535
Rate per 100 employees	5.3	5.3
Superior Achievements Recognized	97,390	88,424
Rate per 100 employees	3.5	3.3
MEASURABLE BENEFITS		
Adopted Suggestions	$149,761,851	$156,572,489
Superior Achievements	$99,460,059	$186,945,642
AWARDS TO EMPLOYEES		
Adopted Suggestions	$4,799,686	$4,392,715
Average Award	$44	$42
Superior Achievements	$14,270,980	$11,774,690
Average Award	$159	$151

TOP CASH AWARDS OF 1968

$8,645 award to Dr. Otto Reitlinger, a chemical engineer at the Naval Ordnance Station, Indian Head, Md., for discovery of a safe liquid fuel for torpedo propulsion which in the first year of use resulted in measureable benefits of $7.6 million through economies achieved in the manufacture and loading of torpedoes. The Otto Fuel (named for its inventor) has contributed significantly to the safety and improved performance of the torpedo.

$8,480 award to Louis R. Wade, an inventory management specialist at the U.S. Army Tank Automotive Command, Warren, Mich., for working out a process by which obsolete transmissions for early model Army tanks were rebuilt so they could be used for repair of tanks in current use. His achievement made it possible to reuse over 800 old transmissions and led to a reduction of $7.4 million in expenditures for transmissions in one fiscal year.

$8,160 award to John A. Quinn, a mechanical engineer with the Naval Air Systems Command, Washington, D.C., for developing a successful procedure for repairing and reclaiming turbine nozzle guide vanes for aircraft jet engines. Cost of reclaiming a damaged vane is 33 cents as against a new procurement cost of $11 to $54 each. Net first-year benefits amount to $7.1 million and continuing benefits are estimated at $15 million per year.

OTHER SIGNIFICANT AWARDS

• A $2,000 award to J. William Knauf, a research engineer with Interior's Geological Survey, McLean, Va., for invention of an improved system of viewing aerial photographs in 3–D which has been termed "a major contribution in the field of photogrammetric mapping."

• A $1,500 award to three meat inspectors in Agriculture's Consumer and Marketing Service—Vinton L. Hutchins, Ernest W. Reed, and Lester R. Sutherlin—for their alertness and initiative in detecting and reporting the source of a potentially serious meat contamination problem. Their outstanding work led to corrective measures which insure a more wholesome meat supply for the Nation's consumers.

• A $1,500 award to Robert Eisel, a medical technician at the National Cancer Institute, HEW, Bethesda, Md., for outstanding contributions to the development of the Blood Separator machine which represents a major advance in cancer treatment. His design of a crucial part of the machine solved a problem which had baffled engineers and led to its successful development.

• A $1,315 award to Ralph G. McNamara, an inventory management specialist at Hill Air Force Base, Ogden, Utah, for suggesting a method whereby rocket motors and warheads, formerly packed for shipment in separate boxes, could be packed in the same box. His method cut packaging costs on more than 1 million of these items by $260,882.

• A $1,250 award to Roberta E. Craig, a supervisory manual arts therapist, Veterans Administration Hospital, Memphis, Tenn., for designing a special "surfboard" which attaches to a wheel chair and enables patients with spinal cord injuries to assume different positions, such as for lying, standing, and locomotion. Her device permits these patients in VA hospitals to engage in more activities and also prevents the occurrence of body ulcers.

• A $1,175 award to Arnold J. Siu, a distribution review clerk in the San Francisco Post Office, for suggesting a simplified method of processing certain types of overseas mail which reduces the man hour costs involved in this operation by $120,244 annually.

• A $1,150 award to Ola G. Miknis, a sewing machine operator at Army's Fort Jackson, S.C., for suggesting that GI laundry bags be made with flat rather than round bottoms. Her idea resulted in a change in specifications for these bags, a saving of 18 cents in the purchase price of each bag, and a reduction in procurement costs estimated at $99,000 per year for the next several years.

—Philip Sanders
Systems Director
Office of Incentives Systems

REFORMATION in WHITEHALL

ANYTHING THAT LASTS over a century may properly be called an "institution." And so it is with the British Civil Service. At least it moved into 1968 with essentially the foundations outlined for it by the Northcote-Trevelyan Report of 1853. Only now is it undergoing a genuine reformation.

This celebrated and much envied institution, as it was recognized in the nineteen-thirties, was carefully geared to the British educational system and, through that connection, to the social structure of the nation. An Englishman's station in life ordinarily determined his educational opportunity. His level of education certainly determined the level at which he could enter the Civil Service. If he was fortunate enough to have a degree from Oxford or Cambridge, he was especially eligible to take the examinations for entry to the junior rung of the Administrative Class—the small and truly elite sector of the Service.

Lesser education qualified for the Executive Class, and still lower studies for the Clerical Class. Over the years, in addition to these "general service classes," many special classes were established to meet compelling needs for specialization—such as in various scientific, professional, and economic fields. But entry was still synchronized with

By
O. GLENN STAHL, ***Director***
Bureau of Policies and Standards
U.S. Civil Service Commission

education, as in the general classes, and—most important—the entire system was organized around these cadres of general and specialized personnel for whom particular categories of posts were reserved and for whom promotion was more or less guaranteed to those who stood by the system.

In many ways it certainly did make for a high quality, dedicated, stable body of civil servants. Many Americans were greatly enamored of its prestige and attractions.

The aura of glamor hung about the British Civil Service by American leaders and students of public administration in the pre-World War II days is vividly recalled by this writer. Not only did such intellectual giants in the field as Leonard D. White cite the "urgent need" to establish " a career service in the field of higher administration, as it has been worked out in the British Civil Service . . .," but at least two formidable study groups, the Commission of Inquiry on Public Service Personnel (1935) and the President's Committee on Administrative Management (1937), both made recommendations clearly patterned after the same concept. For example, the following appeared in the 1935 Commission report:

> "Inasmuch as a 'career' presupposes a lifetime of work of growing knowledge and skill, entrance should be limited, in the ordinary course of events, to the lowest positions within each service and to a young group of entrants."

It would have been incredible to White, the authors of these reports (such as Louis Brownlow), and others, that within a little over three decades the object of their admiration would be demoted to an object of pointed criticism—and would lose its reputation to the British themselves. Yet this is exactly what has occurred through the instrument of a panel of distinguished Englishmen, under the leadership of Lord Fulton, commissioned to examine the ills of the Civil Service, diagnose their causes, and recommend suitable remedies.

The most important, and certainly the most obvious, overturn proposed by the Committee on the Civil Service in its Report of June 1968 is the dismantling of the entire "class" structure and abolition of the fabled Administrative Class in particular. Almost equally amazing—and reassuring—is the speed with which the Labor Party Government has accepted the main points of the Report—subject to appropriate implementing studies and financing—and has designated Lord Shackleton to head the new Department of Civil Service, with the services of a top permanent secretary, Sir William Armstrong.

Not that support for the recommendations is unanimous; there is indeed bitter opposition both within and outside the Service. But the support is strong and, if leading periodicals and observers are proper indicators, is certainly articulate and respectable. Others, while agreeing with the major reforms proposed, feel the Report is too sensational in tone and too disdainful of changes already in process.

It is certainly in rather sharp language that the Committee cited the following shortcomings in the Civil Service:

(1) A service "based on the philosophy of the amateur."

The "cult of the generalist," within both the Administrative and Executive Classes, it found to be "obsolete at all levels." It was that stinging term "amateur" that raised welts of protest from senior and ex-senior civil servants.

(2) A system of classes that "seriously impedes" the work of the Civil Service.

By classes, the Committee meant the artificial, vertical distinctions that served social but not managerial purposes.

(3) A lack of "full responsibilities," "corresponding authority," and "opportunities they ought to have"—for many scientists, engineers, and other specialists.

Their separatism in distinct hierarchies, it concluded, restricts their role and their influence.

(4) "Too few civil servants" with the capacity or inclination to serve as "skilled managers."

Even members of the Administrative Class "tend to think of themselves as advisers on policy to people above them, rather than as managers of the administrative machine below them."

(5) Too little contact between the Civil Service and the rest of the community.

The wording of the Report in this respect is reminiscent of Harold Laski's penetrating comment in his classic of 1930, "The Limitations of the Expert":

> ". . . the expert, by definition, lacks contact with the plain man. He not only does not know what the plain man is thinking; he rarely knows how to discover his thoughts. He has dwelt so austerely in his laboratory or his study that the content of the average mind is a closed book to him."

In this instance, the application of the charge is to the "expert administrator."

(6) A lack of such elementary features of sound personnel management as career planning, encouragement and reward for initiative and performance, and promotion on merit instead of seniority in a designated category.

One may wonder how the hallowed old institution survived the postwar years! The Fulton Committee attributes this stamina, to some extent, to certain strengths in the Service that actually "obscured" the need for reform: the exceptional ability of many individual civil servants, the Service's "strong sense of public service," its integrity and impartiality, and "notably its capacity for improvisation."

And here lies one of the vulnerable aspects of the Report as far as its critics are concerned. It is, they contend, too condemnatory in its findings, too grudging in its praise. Nevertheless, Lord Shackleton himself, in the debate in the House of Lords, observed that while many

had been in favor of the proposed changes, "what the Fulton Report has done—and this is one of the great virtues of Reports—is to produce the stimulus to action. . . . In my view, the Government need the Fulton Report to jolt them into altering our priorities."

Of course, the reason for the Fulton inquiry in the first place had been the widespread dissatisfaction with the capacity of the Civil Service to accommodate to the demands of a technological and highly interdependent civilization. Indeed, some persons had already charged that much of the United Kingdom's postwar economic difficulty was due to the amateurism of the Administrative Class and the submerging of specialists. Lord Fulton's study group confirms, in effect, the validity of the charge.

That there should be resistance in Treasury would hardly be surprising. Yet, we are told by Lord Shackleton that he had "been struck by the determination of those I have talked with to press vigorously ahead without delay," and that "there can be no doubt that the Civil Service will respond to the challenge which has been offered by the Committee."

The Committee put its finger on a central flaw. It determined in no uncertain words that failure to focus attention on the job was at the center of the inadequacy of their century-old personnel system:

"One basic guiding principle should in our view govern the future development of the Civil Service. It applies to any organisation and is simple to the point of banality, but the root of much of our criticism is that it has not been observed. The principle is: look at the job first."

Every finding and recommendation must be interpreted in the light of this core objective. And this is the lesson of most interest to other nations, particularly the United States. For the principal remedy prescribed by the Fulton group is, of all things, to establish the British Service firmly on the rock of *job evaluation*—that concept relatively new to the American administrative scene in the nineteen-twenties; that idea which, even in its evolution, continues to struggle against substantial odds, is still valiantly seeking its reputation among successions of novice public executives whose attitudes at first range from resigned tolerance to cynical disdain, is still demonstrating its superiority (for motivating men to work more than "protect") over systems built around cadres of elites (the rank-in-corps devices), and is weathering the onslaughts of craftism and professionalism which constantly jeopardize occupational balance in the eternal quest of organized vocational interests for a preferred status.

An observer of public service phenomena in the United States, Frederick C. Mosher, is not alone in characterizing the problem of professional elites as the great modern issue of administrative ethics:

"The harder and infinitely more important issue of administrative morality today attends the reaching of decisions on questions of public policy which involve competitions in loyalty and perspective between broad goals of the polity (the phantom public interest) and the narrower goals of a group, bureau, clientele, or union."

In effect, the British are faced with dislodging a *built-in elite* that has apparently lost its greatest utility and are turning instead to the American system of position classification. If, as George Bernard Shaw once put it, "all professions are conspiracies against the laity," then surely the system that focuses on the tasks to be done and on job evaluation offers more hope for resistance to self-serving, narrow occupational protection, both here and abroad, than does any system that builds prestige and reward around membership in a group rather than on performance in a succession of jobs. Hence, the vestigial systems in the American public service still clinging to the so-called rank-in-man idea (which is really rank-in-corps)—and whose alleged virtues of mobility and breadth of view are no longer their exclusive preserve—had better take heed.

In London's *New Statesman,* Thomas Balogh points to the central difficulty found in "the sharp division into administrative, professional, and executive clans" and "the present footloose shifting between unrelated jobs." He applauds the main thrust of the proposal to keep the best men available but to tip the scales so as to create greater opportunities for men of specialized knowledge and to broaden them for administrative responsibility.

That the many British critics of the Civil Service understand the shortcomings of cadre or rank-in-corps systems is quite clear. The Fulton Report, in pointing out how "the system of classes stands in the way of the most efficient method of matching men to jobs," finds that classes are too crude and that they founder on two assumptions: "That any job can be categorised as appropriate to one or other of the classes; and that it will then be most appropriately filled by selection from members of that class." Both, it concludes, are no longer sound.

Thus, in urging "accountable management," the Committee states that this objective "requires that the main weight should be placed upon an analysis of the results

required from each individual *job,* their relative importance to the work of the Service as a whole, and the consequent search for the man with the right qualities and qualifications to produce those results; in this context, the practice of assigning duties to individuals by reference to their membership of particular classes is at best an irrelevant distraction and at worst a serious obstacle to the kind of job evaluation that is needed."

The most important proposals of the Committee—those as to the structure of the Civil Service—are founded on this thesis. They embrace, in addition to job evaluation, an open system for movement—up and across—based strictly on the qualifications of individuals. "No posts should be the preserve of any group." A unified pay structure of twenty grades, common to the entire nonindustrial service (except the Diplomatic Service and the Post Office), is prescribed.

Naturally this evokes cries of anguish from some of the upper strata of the Administrative Class (not so many from the lower, I am told) and from others who claim that the sharply honed minds of skilled executives themselves constitute a profession and that the specialists in economics, engineering, medicine, and the like merely want the best of all possible worlds.

Curiously, in its determination to give greater recognition to the specialist, particularly scientists, engineers, and economists, the Fulton Committee has not articulated any fear of the takeover by "professionals" that Mosher asserts is already plaguing the United States. But it wisely avoids the dead hand of cadre-ism and obviously is relying on the twin features of a *job-centered* service and an *open* service to keep professionalism not only rewarded but responsive.

In the Parliamentary Debates, Lord Fulton personally reiterated the stress on a single, classless structure. Observing that it "will remedy the rigidities which stand in the way of using to the best advantage all the diverse talents that are needed," he volunteered: "For myself I would venture to prophesy that the part of the Report which will do most to help the Civil Service to face the tasks falling to it in our fast-changing society over the decades ahead is the proposal for an open structure."

The only slight confusion concerning structure is in a reference to taking into account, *in the process of job evaluation,* "market rates for jobs of similar responsibilities outside the Service." Whether this, and one or two other references to the market, mean to convey simply some flexibility in the pay ranges, or consideration of relative inter-occupational values in the private sector, or something else, is not clear. One may hope that the British will be as rational and logical in interpreting and applying this concept, without jeopardy to common-sense evaluation, as they have been in their basic analysis.

Of equal importance to the points on structure, but considerably less surprising, is the Committee's recommendation for centralization of personnel management responsibility at Prime Minister level in a new Civil Service Department, which Lord Shackleton has already been called to lead. The isolation of recruitment in the old Civil Service Commission and the gradual development of day-to-day management of personnel affairs in the fiscally minded Treasury have long been anomalous. The functions will now be housed and integrated where they should have been long ago.

The Report places great emphasis on the need for much more extensive in-service training, including a proposal to establish a Civil Service College. It especially stresses the importance of training both specialists and generalists as "managers." Here again one may assume that the study teams that visited the United States, France, and Sweden profited from their exposure to the more highly developed training programs in those countries.

Although the Committee deferred for a more complete study the details of relationships with the Staff Side through Whitley Councils, it did make the interesting finding that management relations with the Staff Side permit negotiations to go too long because management overemphasizes "success in reaching agreement . . . as an end in itself" and construes "failure to reach agreement as a failure by management." It felt that the difficulties were not inherent in the Whitley system itself but in the rigidity with which it had come to be used.

One more step toward democratization and an open service is the "in and out" proposal. The Report stresses the need for greater mobility between the civil service and the private sector, including more devices for temporary, consultancy, and term appointments—practices which we take for granted.

Other, less dramatic, recommendations round out this landmark study. It is a landmark for the British Civil Service, and it is a landmark for us—for it confirms much of our own experience, and it serves to warn us against pursuing false gods, lest we lose that which has been more advantageous than our experts of the thirties sensed—our widely embracing, refreshingly open, remarkably adaptable, work-oriented system of public personnel administration.

An article by Dr. Stahl, "Of Jobs and Men," appearing in the April-June 1968 issue of the *Indian Journal of Public Administration* elaborates on the problems of personnel systems built around cadres of elites or "rank-in-corps" devices.

EQUAL EMPLOYMENT OPPORTUNITY

THE MERIT SYSTEM AND A RESULTS-ORIENTED EEO PROGRAM—IS THERE CONFLICT?

Nearly 3 years after President Johnson called for establishment of an affirmative action equal employment opportunity program in Government, criticisms continue to range between two extremes.

- Those not in sympathy with the program and its objective of assuring true equality of opportunity in all aspects of personnel administration insist that it violates the merit system as envisioned by the Civil Service Act of 1883.

- Those who applaud its objectives deplore what they regard as lack of progress and some of the requirements of the merit system, such as written tests and ranking of competitors, as devices designed to bar minority members from employment and advancement.

Neither of these extreme points of view is supported by the facts of how the merit system operates in tandem with today's EEO program in Government.

The Civil Service Act of 1883 provided for the selection and appointment of Federal employees on a basis of merit and fitness. It established a system based on the principles of open competition, adequate publicity of job openings and requirements, the opportunity for all citizens to apply, realistic qualifications standards, the absence of discrimination, the hiring of employees on the basis of ability, and notifying applicants of the results of the competitive process.

Under this system, examining techniques and criteria were established for determining who was the best qualified or the "best" applicant for each job. The Civil Service Act specifically provides that examinations shall be ". . . practical in their character and so far as may be, shall relate to those matters which will fairly test the relative capacity and fitness of the persons examined to discharge the duties of the service into which they seek to be appointed." The Act also provides that positions "shall be filled by selections according to grade from among those graded highest as a result of such competitive examinations."

Different methods of examining applicants have been devised by the Commission. One type of exam is the written test which determines the applicant's knowledge of the subject matter with which the job is concerned. Another method of examining is the unassembled exam in which the applicant is rated on his educational background, his previous employment, and other experience. Examining procedures since the passage of the Civil Service Act have been successful in many ways in providing qualified applicants for Federal employment. The system, however, has not always guaranteed against discrimination on the basis of race, religion, color, sex, and national origin. In fact, it has been argued that the criteria for determining selection on merit and fitness has, as a practical matter, tended at times to exclude from competition, in a systematic way, members of certain minority groups and women. *In practice the mores of the society for years were more powerful that the principles of the merit system.*

It has been necessary to supplement the Civil Service Act of 1883 by Executive orders establishing equal opportunity as national policy. Executive orders were issued during the Truman and Eisenhower administrations outlawing discrimination in the Federal Government. During the Kennedy administration, the concept of affirmative action was instituted under Executive Order 10925, requiring positive and affirmative action on the part of agencies to see that equal employment opportunity became a reality.

Considerable progress was made under this system, but not enough. This led to the current results-oriented equal employment opportunity program in response to E.O. 11246 issued by President Johnson, which was amended on October 13, 1967, by E.O. 11375 to ban discrimination because of sex. It continues the requirements of affirmative action, including positive recruitment, calling for visits to schools attended by minority group citizens.

Some have called this positive recruitment effort a violation of the merit system—a form of preferential treatment. Is it? Of course not! Again, we are responding to the mandate of a true merit system. And this is not a recent concept. We are attempting to fulfill two basic tenets of the Civil Service Act which call for *adequate publicity* for Federal job vacancies and *providing the opportunity* for all citizens to apply. We recognize now that we have to go "across the tracks"—into the ghettos and barrios—to do at long last what should have been the practice since 1883.

The Act also requires equal application of realistic and reasonably valid standards. Standards which are related to the requirements of the job to be filled, or the career to be entered, must be applied impartially to all who make

their interest known. The standards used must contain factors which relate only to ability and fitness for employment.

Therefore, in addition to positive recruitment, we must assure that the criteria for determining who is best qualified for appointment to a given job are fair, impartial, and nondiscriminatory.

A program to genuinely promote EEO and to achieve results cannot ignore past inequities in education and training, and in opportunities for obtaining experience in many areas. In limited areas, opportunities did exist and they were used to gain experiences leading to competence. However, this competence cannot always be best demonstrated through written tests.

Our concern with these issues of fair, objective, and impartial examining and our determination to identify the talents of all citizens have brought about new and revised techniques and approaches for evaluating qualifications of applicants. One is the job element method of examining.

This method matches what the applicant can do against what the work calls for. The knowledges, skills, and abilities of the applicant are compared with the knowledges, skills, and abilities (called job elements) needed for success.

Under this method, how the applicant gained his ability, and the length of time it took him to do so, are not as important as the fact that he has the required ability. It is aimed at finding out what the applicant can do.

Various criteria or alternative methods of determining an individual's qualifications are used. We do not rely solely on the written test for blue-collar jobs. The applicant for a position, under this system, may demonstrate his qualifications for the job in many ways. He may do so by showing that he has a specific amount of education or training in the particular field or line of work. On the other hand, he may show that he has had actual experience of a successful nature in the line of work. The passing of a written test might be still another way.

In connection with these methods of determining who is the best applicant for a job, factors, which previously were not considered, are considered in evaluating an applicant, such as evidence of the applicant's motivation to secure certain employment; his willingness to undergo hardship; and his reliability and dependability. By eliminating the mandatory requirement for written tests for most blue-collar jobs under the job element system of examining, we are recognizing that the person who makes the highest score on a written test may not be as capable in a given line of work as the person who has very little education and who may do poorly on the test but who has demonstrated his ability by actual performance on the job or in related fields and is motivated for the job.

This does not mean that written tests cannot be valid predictors or indicators of future job success. It only means that for some jobs there are appropriate alternative methods which may be more valid for determining the ability and potential of an applicant. And, it does not mean that by eliminating written tests, we are lowering standards or rating individuals higher than their ability or potential to perform.

What we are attempting to do is to make the merit system work as it was intended to work, that is, to identify the best qualified person for the job to be filled and not the best qualified person by criteria not necessarily related to the job. The use of affirmative action and new examining techniques are not means of discriminating in reverse. Instead they are methods that are designed to insure that there is true equal opportunity for all, including members of minority groups, women, and those of all groups who come from culturally deprived or disadvantaged backgrounds. The true test of a man's or woman's worth is the actual performance and what he or she can do on the job and we must afford the means by which this ability can be demonstrated, whether by written tests or other means of proving that ability.

However, the changes and our continuing effort to use different criteria for determining qualifications do not eliminate competition. The use of widespread publicity encouraging citizens to apply usually means that more citizens respond than there are jobs to be filled. Therefore, our efforts to assure that every individual has the opportunity to compete and that he is rated fairly do not eliminate the requirement that he place his credentials in competition with others who also want the job. This necessity for competition even after qualifying is the basis for much misunderstanding among citizens, employees, and Federal officials. This misunderstanding breeds suspicion regarding sincerity.

The Act requires ranking on the basis of ability and selection from among the best. However, this ranking can be fair only if qualification requirements for the job are based realistically on the acts, skills, and talents needed to perform adequately on that job, and if the criteria for determining who is qualified and ultimately the best qualified permit every citizen the opportunity to demonstrate his ability through means which are fair and as objective as possible.

In answer to the question raised in the title of this article, "Is there conflict between the merit system and a results-oriented EEO program?", the answer is "NO!"

—Anthony M. Rachal, Jr.

Mr. Rachal, Special Assistant to the Chairman for Equal Employment Opportunity, resigned in September to become Executive Vice President, Xavier University, New Orleans.

LEGAL DECISIONS

REPRISE

"Tell me not in mournful numbers," was not spoken of our statistical summary of the legal decisions issued during fiscal '67. Encouraged by this silence, we present a critique of fiscal '68.

MANY SIMILARITIES

The number of decisions (100) was about the same as the year before (103). The Court of Claims (45) and the district courts (55) came out about even again. There was a sharp rise in the percentage of cases filed in district courts outside the District of Columbia, 67 percent to 87 percent (48 out of 55).

ANOTHER GOOD YEAR FOR PLAINTIFFS

The percentage of cases won by plaintiffs was exactly the same, 21 percent. They fared a little better in the district courts (16 percent) than they did the year before (10 percent), but fell off some in the Court of Claims (27 percent instead of 35 percent).

ADVERSE ACTION CASES STILL LEAD

Adverse action cases dropped below the median (45 v. 53) but still ranked first. Other front runners were decisions relating to various pay matters (15 percent) and retirement (8 percent).

LOG-JAMMED BACKLOG

Decisions numbered 100; new cases filed numbered 100. The courts' backlog at the start of the new fiscal year still stood at 228 pending cases.

SIGNIFICANT JUDICIAL PRINCIPLES

The Supreme Court added to its ever growing list of decisions on the constitutionality of loyalty oaths, security programs, and other impingements on the First Amendment rights of Government employees. As was the case in the previous year, there were indications that the lower courts are beginning to follow the Supreme Court's decisions.

LOYALTY OATHS

Maryland joined the list of States whose loyalty oaths for Government employees have been declared unconstitutional by the Supreme Court. The significance of the decision (*Whitehill* v. *Elkins,* November 6, 1967) is that the oath involved was much more narrowly drawn than the oaths in prior cases. The deficiency was in the statute that authorized the oath—vagueness and overbreadth. Taking the oath as an integral part of the statute to which it owed its existence, the court in effect said "The sins of the father are to be laid upon the children," and held the oath unconstitutional.

LOYALTY QUESTIONS

The rationale of this and the earlier loyalty oath cases, particularly *Elfbrandt* v. *Russell,* caused a Federal district court in California to rule that an individual did not have to answer the two questions on the application for Federal employment that inquired into past membership in Communist-action organizations (*Soltar* v. *Postmaster General*). The Solicitor General decided against an appeal. The questions were revised before the new application form was issued.

SECURITY PROGRAMS

Two decisions of the Supreme Court have an indirect impact on the Federal loyalty-security program. In *United States* v. *Robel,* December 11, 1967, the court declared unconstitutional a provision of the Subversive Activities Control Act that made it unlawful for a member of a Communist-action organization to continue to work in a defense facility after the Subversive Activities Control Board had ordered the organization to register. The reason was a familiar one: All types of association with the organizations were proscribed without regard to the quality and degree of membership. This means we won't have any problems with another clause of the Act that forbade continued Federal employment under similar circumstances.

In the other case, *Schneider* v. *Smith,* January 16, 1968, the court invalidated the Coast Guard's program for checking on the security status of applicants for licenses to work as merchant seamen. The program was established under the Magnuson Act. The court could find no basis for it in the act. Of interest to Federal security officers is the characterization, in a concurring opinion, of the lengthy and searching interrogatory that Schneider refused to execute fully as passing "the outermost bounds of reason." The three justices who joined in the concurring opinion took a dim view of what they referred to as a requirement

for "sworn essays as to his 'attitude toward the form of government of the United States' or 'full particulars' under oath, without time limit, as to contributions made and functions attended with respect to 250 organizations."

OTHER CONSTITUTIONAL RIGHTS CASES

Three cases illustrate judicial recognition that Government employees have obligations as well as rights. *Pickering* v. *Board of Education* (June 3, 1968) involved a teacher who had been discharged for writing a letter to a local newspaper that criticized the Board of Education's handling of past proposals to raise revenue to finance the schools. The Supreme Court reversed on the ground that plaintiff could not be discharged because of the exercise of his First Amendment right to speak. At the same time (and this is dictum) the court noted that "the State has interests as an employer in regulating the speech of its employees that differ significantly from those it possesses in connection with regulation of the speech of the citizenry in general."

The court went on to point out that there are positions in public employment in which the need for confidentiality is so great or the relationship between superior and subordinate is of such a personal and intimate nature that public criticism might justify dismissal. The court is careful not to indicate how it would decide such cases but it is important to know that the court recognizes that "significantly different considerations would be involved in such cases."

FEDERAL EMPLOYEE CASE

In *Meehan* v. *Macy* (April 18, 1968), the Court of Appeals, D.C. Circuit, held that the circulating of a poem lampooning his superior could be good cause for adverse action against a Federal employee. Recognizing that Federal employees retain their First Amendment right of freedom of speech, the court pointed out that it did not follow that a Federal employee could say "anything and anywhere whatever a private person may say without fear of a libel action under the doctrine of *New York Times*. The added interests of the sovereign as employer are factors to be considered in adjusting and balancing constitutional concerns."

After the Pickering decision was announced the court granted plaintiff's motion for a rehearing. Although the court seemed to think that the *Meehan* case was one of the cases in which "different considerations would be involved" as the Supreme Court said in *Pickering*, it decided that it would be "appropriate for the Civil Service Commission as the key agency concerned with the evaluation of standards for employees of the federal government, to give consideration in the first instance to the principles announced by the Supreme Court in *Pickering* and by this court and their sound application to a case like Meehan's." The case was therefore remanded to the Commission.

FIFTH AMENDMENT PRIVILEGE

Equally as important as the First Amendment freedom to speak is the Fifth Amendment freedom not to speak—the privilege against self-incrimination. On June 10, 1968, the Supreme Court handed down two decisions, *Gardner* v. *Broderick* and *Sanitation Association* v. *Commissioner*, holding that government employees may not be discharged for exercising their privilege against self-incrimination in refusing to testify before a grand jury about matters relating to their official duties. This is not a new doctrine. The cases are important for another reason.

In the October 1966 term the court decided two other Fifth Amendment cases, *Garrity* v. *New Jersey* and *Spevack* v. *Klein*. The minority judges claimed that the majority opinions in these cases were so sweeping that they in effect overturned a number of prior decisions holding that the employer "may in the course of a bona-fide assessment of an employee's fitness for public employment require that the employee disclose information reasonably related to his fitness, and may order his discharge if he declines."

In the *Gardner* and *Sanitation Association* cases the court went out of its way to correct this impression. "If appellant, a policeman, had refused to answer questions specifically, directly and narrowly relating to the performance of his official duties, without being required to waive his immunity with respect to the use of his answers or the fruits thereof in a criminal prosecution of himself, *Garrity* v. *New Jersey, supra,* the privilege against self-incrimination would not have been a bar to his dismissal."

—John J. McCarthy

GOBBLEDYGOOK, BRITISH-STYLE

The United States civil service has no monopoly on Gobbledygook. Consider the following excerpt from a British Civil Service Retirement Benefit Plan:

"If you are absent from work owing to illness or injury on the date on which you join the Plan (or, if this is a nonworking day, then on the next preceding working day) you will not be entitled to the death benefit until you return to work."

(From *Red Tape,* official journal of the British Civil Service Clerical Association.)

TRAINING DIGEST

PART-TIME GRADUATE STUDENTS

Nineteen students from area universities are working part-time for the District of Columbia Government under a program designed to bring new talent into local governments. The students, from Howard, George Washington, Georgetown, Maryland, American, and Catholic Universities, are working with City Council Members, in the Mayor's Office, and with the Corporation Council while they attend graduate school. Matching funds are provided under Title VIII of the Housing Act of 1964 to local governments who pay half the interns' salary. The grant allows students to work their way through school while receiving on-the-job training with agencies who would not otherwise be able to get so much manpower for their training dollars.

COMMUNICATIONS AND OFFICE SKILLS TRAINING CENTER

The Communications and Office Skills Training Center is offering a new 27-hour shorthand refresher course, "Shorthand Excellence." Designed for Federal clerical-secretarial personnel (GS–2 and above) who take Gregg Simplified or Diamond Jubilee shorthand at 50 words a minute and above, the course includes Government-style dictation from Government bosses, taped dictation to meet individual student needs, and a brief review of grammar and punctuation. The first class meets from November 25 through December 13, 1968.

PPB STUDY TO COMMENCE IN NEAR FUTURE

CSC Chairman John Macy has agreed to a suggestion by Budget Director Charles Zwick for a joint study of the PPB staffing situation and efforts to improve it. The study will focus on characteristics of PPB positions and their incumbents, the organizational and personnel environment of PPB, and training efforts for PPB. It is expected to provide valuable information to the Bureau of the Budget in its implementation of the Planning, Programming, and Budgeting function, to the Civil Service Commission in its training and staffing efforts, and to an incoming administration about the current state of PPBS management aspects.

WRITER'S WORKSHOP AIMS FOR CLARITY

A "Report Writing Workshop" will be offered by the Communications and Office Skills Training Center as it rings in the new year 1969. The course is designed to "ring in" new ideas and to "ring out" gobbledygook and poor writing. It will emphasize the need for logic, and clear, straight-forward language so that readers can grasp the facts or ideas presented without undue effort. The workshop, consisting of ten 3-hour sessions, will meet twice weekly for 4 weeks.

NEW FPM ISSUANCES

Copies of the new, completely revised FPM Chapter 410, *Training,* were distributed to agencies recently. The revision implements Executive Order 11348 issued by President Johnson in response to a recommendation of the Presidential Task Force on Career Development in its report to him last year.

The Commission has also distributed Chapter 412, *Executive Development.* This is a new chapter which replaces subchapter 11 of the present FPM Chapter 410. It covers agency responsibilities for executive development and executive development agreements.

The new FPM Chapter 335, *Promotion and Internal Placement,* requires that first-time supervisors be provided training before, or as soon as possible after, assuming supervisory responsibilities. The Bureau of Training is writing guidelines and descriptions of course content for this training for November distribution to agencies.

Agencies may use CSC's new introductory course covering training in this area, to be available in November, or may secure assistance in setting up in-house courses.

CLERICAL INSTRUCTORS' WORKSHOP

The Communications and Office Skills Training Center now offers an Instructors' Workshop to prepare agency trainers for conducting the Better Office Skills and Services course. The Center will also assist or counsel training officers who conduct or plan to conduct clerical training courses by helping them find new films, handouts, and instructional aids, and in developing materials applicable to their agencies' needs.

—John J. Bean
Director, Office of Agency Consultation and Guidance

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Worth Noting *(Continued)*

MORE EXTENSIVE CONSULTATION on pay-fixing procedures has been offered to Federal employee organizations. The Federal Salary Reform Act of 1962 established the principle that Federal salary rates be comparable with rates in the private sector for the same levels of work, and directed that views of Federal employee representatives be sought in the course of making comparisons between the two. Comparisons are based upon annual surveys by the Bureau of Labor Statistics. Organizations are advised of annual comparability findings in writing, and their views are invited. In addition, under the new plan offered by the Budget Director and the CSC Chairman, staff members from Bureau of the Budget and CSC would meet with representatives of employee organizations to discuss the findings, the salary comparability process itself, and any issues connected with it. Further, because of union questions relative to coverage of the annual BLS survey, there would be consultation prior to any future changes in the coverage. Union representatives would be advised of reasons and possible effects of any contemplated change, and organization views would be considered before a decision was reached.

HIRING LIMITATIONS have now been tightened on instructions of the Budget Director. Since September, Federal agencies with more than 50 full-time employees have been permitted to fill only 70 percent of certain types of vacancies. The Revenue and Expenditure Control Act of 1968 required executive-branch agencies to limit hiring of full-time employees to 75 percent of separations until June 1966 employment levels are reached. However, Congress then enacted a number of legislative exemptions, covering most of the Post Office, TVA power activities, the FBI, and the FAA air traffic control system. With some agencies thus exempted in varying degrees from the general restriction, other agencies will be forced to accept a tighter limitation. The Budget Director therefore sought and received Presidential approval to tighten the restriction from 75 to 70 percent of separations.

COMPUTER-BASED INFORMATION within the U.S. Civil Service Commission will be centralized in a newly established Bureau of Manpower Information Systems, headed by Charles J. Sparks. Since the Commission provides manpower information to the President, the Congress, and other agencies, as well as the general public, the new bureau is expected to make a significant contribution to the Federal manpower decision-making process.

U.S. INFORMATION AGENCY, for the first time, has a career foreign service system with a permanent statutory base. In signing into law the bill establishing a Foreign Service Information Officer Corps, President Johnson said: "Communication with other peoples is 20th century diplomacy. Thus USIA officers who provide this communications link with the world are performing a vital function in the foreign relations of the United States."

—Bacil B. Warren

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